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# SARAH THURSTON PARK

## SPECIFIC PLAN

CITY OF LAGUNA BEACH



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SARAH THURSTON PARK SPECIFIC PLAN

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City of Laguna Beach  
Adopted March 15, 1983

CITY OF LAGUNA BEACH

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# SARAH THURSTON PARK SPECIFIC PLAN

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## I INTRODUCTION

### A. Legislative Authority

The Sarah Thurston Park Specific Plan has been prepared in accordance with Section 65450 of the California Government Code, which authorizes local governments to enact regulations for the systematic execution of the general plan. This specific plan offers a unique opportunity to combine zoning regulations, capital improvement programs, detailed site development standards, and other regulatory devices into one document tailored to the particular needs of the neighborhood.

### B. Location and Description of Study Area

The Thurston Park neighborhood is located in the City of Laguna Beach approximately one mile from the Pacific Ocean on the east side of Laguna Canyon Road, within the City's Coastal Zone. Figure 1 shows the regional location of the neighborhood and Figure 2 delineates the physical boundaries of the Specific Plan area.

The Thurston Park Tract represents a unique residential neighborhood in Laguna Beach. The neighborhood's unusual qualities are exemplified in the area's physical and socio-economic characteristics.

- The neighborhood maintains a strong pedestrian orientation. (Access to the majority of internal lots is restricted to six foot wide pedestrian walkways, rather than vehicular rights-of-way.) The City's Zoning Code stipulates that a legal building site must abut and have the right to the use of a street improved to subdivision standards.
- The average lot in the neighborhood is approximately 3,900 square feet, whereas the minimum lot dimension and area standards as set forth in the Zoning Code are 6,000 square feet. The majority of parcels therefore are nonconforming.
- The neighborhood is subject to specific environmental hazards, including flood potential and liquifaction. The size of the lots and corresponding high density, in combination with the age of the dwellings, has produced a Class IV Fire Rating. In addition, the neighborhood's continued





**Figure 1**  
**Sarah Thurston Park Specific Plan**  
**City of Laguna Beach**



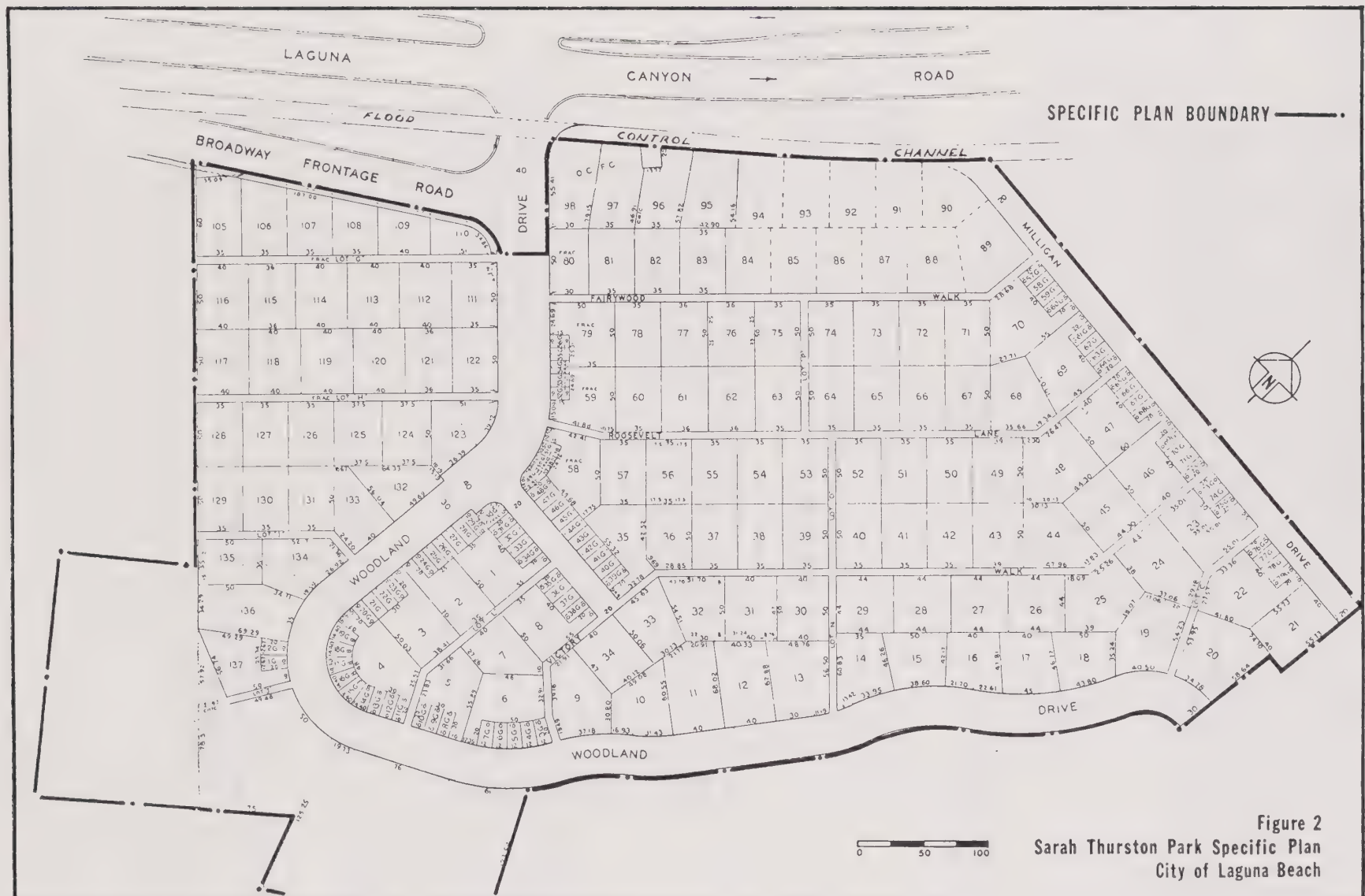


Figure 2  
 Sarah Thurston Park Specific Plan  
 City of Laguna Beach



**Figure 1**  
**Sarah Thurston Park Specific Plan**  
**City of Laguna Beach**



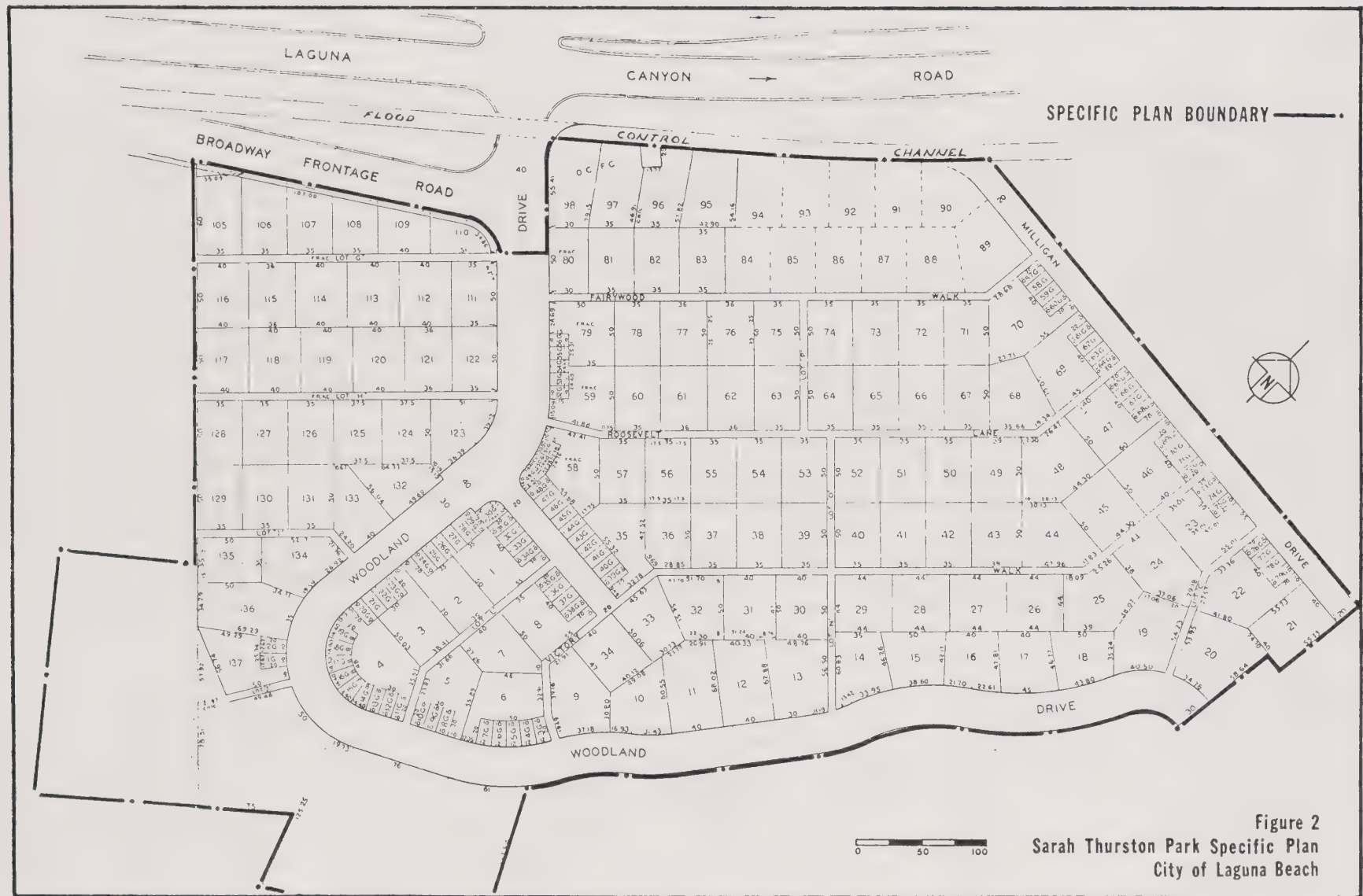


Figure 2  
Sarah Thurston Park Specific Plan  
City of Laguna Beach

reliance on individual septic tanks for sewage disposal represents the potential for serious public health and safety hazards in the event of flooding.

- The neighborhood is presently composed of low and moderate income residents, making the area a source of lower cost housing opportunities in the community. The neighborhood's inability to comply with certain property development standards in the City's Municipal Code has effectively prohibited properties within the area from becoming legal building sites. The resulting nonconforming status of these properties has contributed to the deterioration of the area's housing stock.

#### C. Purpose of the Specific Plan

The City of Laguna Beach has received a commitment from Orange County for \$200,000 of Community Development Block Grant (CDBG) funds, to be allocated to the Thurston Park area. This money is earmarked for a new neighborhood sewer and water system. Other capital improvements are also envisioned for the neighborhood, such as improvements to Milligan Drive and flood control facilities, but these improvements are considered a secondary priority to sewers and water. For additional information on the Capital Improvement Program, see Section V of this document.

The placement of new public improvements is expected to promote future growth and development in an area characterized by nonconforming lots and deteriorating houses. Prior to the actual design and construction of these capital improvements, however, a development plan is necessary to establish the future goals and policies of the neighborhood and to identify development needs, priorities and infrastructure design standards.

As a result, this Specific Plan covers planning not only for capital improvements but also for preservation of neighborhood character and economic revitalization. The initial draft of this plan was prepared by Beland/Associates, Inc., in collaboration with City staff and neighborhood residents. The current draft is a revision of the Beland plan, and incorporates a number of new provisions.

#### D. Objectives of Specific Plan

The Specific Plan is considered a prerequisite to the investment of public funds in the neighborhood. The plan is intended to set forth the foundation for the orderly development of the neighborhood and provide the impetus for the physical revitalization of the area. More specifically, the Specific Plan is designed to accomplish the following objectives:

- Preservation of neighborhood character.
- Preservation of housing opportunities for the neighborhood's lower income population.
- Development of an economic environment conducive to private investment in neighborhood revitalization.

#### E. Organization of Specific Plan

The Specific Plan is divided into six sections, arranged in the following manner:

- I. Introduction.
- II. Description of Existing Neighborhood Conditions.
- III. Neighborhood Issues and Development Policies.
- IV. Housing.
- V. Capital Improvement Costs and Financing.
- VI. Neighborhood Development Standards.

Section VI of the Specific Plan sets forth the specific development parameters for the neighborhood, and as such serves as a substitute for conventional zoning standards. This section of the document has been incorporated into the City's Zoning Ordinance (Chapter 25.39 of the Municipal Code) as the official development regulations for Thurston Park. These standards are intended to be used in conjunction with development policies contained in Section III of the Specific Plan, and together represent the total matrix for development.

The final component of the Specific Plan which directly governs the density and distribution of new development is found on the Land Use Plan Map contained in Section III of the document. This map establishes the location and number of legal building sites in the neighborhood, in accordance with neighborhood goals and objectives.

F. Relationship of Specific Plan to Laguna Beach General Plan

The Sarah Thurston Park Specific Plan is not technically a part of the City's General Plan, but rather serves to implement the various policies and programs of the General Plan. In this context, since the Specific Plan includes specific zoning measures and development policies, these regulations must be consistent with the City's General Plan. Section 65451 of the Government Code states: "A specific plan must include all detailed regulations, conditions, programs and proposed legislation which shall be necessary for the systematic implementation of each element of the general plan." Efforts have been made to insure that this Specific Plan is compatible with the goals and policies of the City's General Plan.



## II DESCRIPTION OF EXISTING NEIGHBORHOOD CONDITIONS

### A. Historic Perspective

The unique character, and the problems, now present in Thurston Park can be traced to the manner in which the area was originally subdivided. The Thurston Park neighborhood was originally a campsite subdivision; no structures were envisioned. As such, lots were kept small. Because there was no need for interior streets, the campsites were connected by a series of six-foot paths or lanes.

Problems with this concept arose when the lots were devoted to a use which was not intended - i.e., residential buildings on foundations. In the 1930's and 40's when this transition was taking place, most of the units constructed were intended as summer homes and vacation houses, not for occupancy on a continuing basis. For this purpose, the septic tank/leaching field system of sewage disposal which was developed was adequate, since the houses were vacant much of the time, particularly during the rainy season when the septic tank system was least effective.

The transition of Thurston Park from campsite to summer houses to permanent residences resulted from an increase in the urbanization of the Laguna Beach area. However, many of the problems existing in Thurston Park today are traceable to the fact that permanent year round houses have been placed on campsite lots with a septic system designed for vacation use only. The positive aspect of this development history -- the pedestrian orientation and rural setting -- probably would not have occurred if Thurston Park had been originally planned for permanent residential use.

### B. Land Use and Zoning

Thurston Park is easily divided into two distinct sections. Thurston Trailer Park is located south of Woodland Drive facing the Laguna Canyon frontage road. The 27-space park is owned and operated by the Boys' Club of Laguna Beach. At present the site is zoned for industrial (M-1A) use. (There are also two single family residences fronting on Woodland Drive, which are also included in the M-1A Zone.)

Trailers within the park are a mix of older "travel trailers," which are easily movable from the site, and newer mobile homes (both single-wide and double-wide), which cannot be relocated without considerable preparation. All spaces within the trailer park are occupied.

Vacancies which do arise are readily filled. Residents own their own living units, but rent the space from the Boys' Club. Departing residents generally sell their unit on the premises, with the same unit remaining in the space.

The remainder of Thurston Park is a mixture of single-family and small multi-family residential units (four units or less), interspersed with many undeveloped lots. This portion of Thurston Park is zoned R-1, single-family residential.

Table 1 compiles the number of dwelling units in Thurston Park, by size and type of unit. The development pattern is established by the six-foot lanes which provide pedestrian circulation to interior parcels. The lanes connect a series of small lots (1,750 to 1,800 square feet -- 35 or 36 feet by 50 feet, or irregular dimensions of comparable size). Many lots have been combined to form larger building sites.

Table 1

THURSTON PARK DWELLING UNIT MIX

	<u>No. of Structures</u>	<u>No. of Units</u>
Single-Family Residential	28	28
Single-Family Residential with apartments	3	7
Duplex	3	6
Multi-Family Residential	<u>1</u>	<u>3</u>
Sub-Total	35	44
Mobile Homes	<u>27</u>	<u>27</u>
TOTAL	62	71

Thurston Park is surrounded by a variety of land uses. To the east and west lie steeply sloping open space. To the south are the Boys Club facilities and the Sawdust Festival complex. To the north are residential uses in the Canyon Acres area and a parking lot currently used for auto storage and the Art-A-Fair Festival during the summer months.

C. Housing Conditions

Most of the units within Thurston Trailer Park appear to be well-maintained, including the older units. According to the Park manager, there has been some trend toward turnover of older units in favor of newer, larger mobile homes. However, the average age of mobile home units in Thurston Park is considerably greater than in other portions of Orange County.

Single-family units in the remainder of Thurston Park are generally not as sound structurally as most of the mobile units. Many display evidence of deferred maintenance and weather damage.

The condition of these units is traceable to the fact that very few lots within Thurston Park constitute legal building sites according to current City of Laguna Beach standards. The R-1 Zone calls for a minimum lot size of 6,000 square feet, access to a street improved to current subdivision standards, and on-site parking for two vehicles. In addition, the City permits new development only on parcels which have access to a sewer connection. As a result, there have been very few building permits issued in Thurston Park, either for new construction or for repair and improvement of existing units.

A survey of building conditions in Thurston Park was conducted by the City of Laguna Beach in 1975. It found that major repairs to house exteriors were required in 44% of all structures, and that major yard work was required for 45% of lots. Table 2 summarizes survey findings. Since the date of this survey, some structures have been lost to deterioration or accidental damage. However, overall building conditions within the neighborhood have not substantially improved.

D. Population and Housing Characteristics

According to the 1980 U.S. Census, Thurston Park, including the trailer park, consists of a total population of approximately 150, with an average household size of 2.2 persons. Age of neighborhood residents (exclusive of the trailer park) is relatively

Table 2

EXTERIOR BUILDING CONDITIONS IN THURSTON PARK

<u>Building Conditions</u>	<u>No. Units Evaluated</u>	<u>Good</u>	<u>Minor Repairs</u>	<u>Major Repairs</u>	<u>Replace</u>	<u>Undetermined</u>
Walls	37	20%	42%	38%	-	-
Foundations	35	77%	11%	6%	3%	3%
Steps	25	52%	24%	20%	-	4%
Roof	34	24%	24%	44%	8%	-
Chimney	9	66%	11%	21%	-	-
Window Frames	34	24%	32%	44%	-	-
Outside Walls/ Fences	33	15%	58%	24%	3%	-
<u>General Summary</u>						
House Exterior		18%	38%	44%	-	-
Yard		9%	45%	46%	-	-

Source: City of Laguna Beach Housing Survey, October 1975



evenly distributed, although approximately 31% of residents are between 25 and 34 years of age. Approximately 6% of the residents are over 65 years of age and 12% under five years of age.

Housing units in Thurston Park are generally occupied on a permanent basis, with only 4% of the respondents reporting use of a housing unit on a temporary basis. Approximately 20% of the units are renter-occupied and the medium value of all housing units approaches \$65,000. The medium rent value equals \$215.00 per month, with 80 percent of these units renting for between \$200 and \$400 monthly.

#### E. Ownership Patterns

Ownership patterns in Thurston Park are varied. The Boys' Club of Laguna Beach is the largest single property owner (1.14 acres; Thurston Trailer Park). Other than "remnant" parcels (near the flood control channel and Laguna Canyon Road) the smallest parcels in Thurston Park are parking space parcels (see Section F), which are often in separate ownership from the main parcels which surround them.

Table 3 identifies the largest property owners in Thurston Park (those owning 1/4 acre or more).

#### F. Parking and Circulation

1. **Parking:** When Thurston Park was first subdivided, a total of 79 parking space lots were created in addition to the campsite lots on which many homes are now located. These parking space lots are differentiated from regular lots in Thurston Park by a suffix - the letter "G" after the lot number (1G, 2G, etc.). The original concept was that owners of interior lots would be able to purchase a parking space lot (most of which are 10 feet by 20 feet). As with the six foot walks, the septic tank systems and the small lot sizes, there was nothing wrong with the parking space concept so long as the area was functioning as a campsite rather than as a single-family residential neighborhood.
2. **Circulation:** Woodland Drive, Milligan Drive and Laguna Canyon Frontage Road are the only means of vehicular access to Thurston Park. Woodland Drive and the Laguna Canyon Frontage Road are dedicated public streets. The unimproved section of Woodland Drive is owned in fee by the City and appears on the Sarah Thurston Park Tract Map as a proposed vehicular right-of-way. Milligan Drive

Table 3

## MAJOR PROPERTY OWNERSHIPS

<u>Owner</u>	<u>Acres</u>	<u>Approx. Sq. Ft.</u>	<u>Number of Parcels</u>
Boys's Club of Laguna Beach	1.14	49,700	1
Westbrook	.67	27,750	4
City of Laguna Beach	.55	25,250	11
Kahler/Bradley	.49	21,500	3
Edwards	.45	19,500	1
Lewandowski	.40	17,150	4
Klein	.38	16,500	10
Gallagher	.27	11,600	1

Source: Orange County Assessor's Office, 1982 Tax  
Roll

These are large ownerships only by Thurston Park standards. They would not constitute major holdings in more conventional land division circumstances. Table 4 shows the distribution of property size within Thurston Park. Without considering the Boys' Club and the parking space lots, the average parcel size within Thurston Park is approximately 3,900 square feet. This average, however, is affected by the existence of a few larger ownerships (as described in Table 3). The median parcel size is considerably lower, approximately 2,700 square feet. It should be noted that the assessors' parcels do not always correspond with the division of parcels as shown on the original Sarah Thurston Park Subdivision Map. Consequently, the total number of assessors' parcels is significantly less than the number of lots originally subdivided.

Table 4

## PARCEL SIZE DISTRIBUTION WITHIN THURSTON PARK\*

Less than 300 Square Feet	23
300 - 999	6
1,000 - 1,999	16
2,000 - 2,999	10
3,000 - 3,999	7
4,000 - 4,999	6
5,000 - 5,999	3
6,000 - 6,999	4
7,000 - 9,999	3
10,000 +	4
Total	82

\* Includes all Assessor's Parcels (1982 Maps), inclusive of parking space lots or "G" lots.

is a private street, as are the remaining streets and driveways within the community. (Refer to Figure 2 for complete circulation system.)

The Laguna Canyon Frontage Road is functional only for ingress into the community, since it is restricted to one-way traffic northbound. Because of this limitation, it is used primarily by residents of Thurston Trailer Park, and only marginally by residents of the single-family portion of the neighborhood to access Laguna Canyon Road.

Woodland Drive has been improved to a width of 40 feet from Laguna Canyon Road to the Woodland Drive extension. This extension is a 20-foot-by-120 foot "thumb" extending from Woodland Drive eastward; it is a private street. Beyond the extension, Woodland Drive narrows to 30 feet and gradually transitions to a driveway just beyond 253/255 Woodland Drive. Although a dedicated public street for its entire length, the portion past this point has never been improved.

Milligan Drive is a 20-foot wide private street serving the northern portion of the community, providing direct street access to seven parcels and 19 residential parking spaces. The private street extends a distance of approximately 400 feet from its intersection with Laguna Canyon Road.

There are four unofficial private streets or accessways within Thurston Park (refer to Figure 3). One such accessway crosses the eucalyptus grove and is used by local residents to gain access to interior parcels in the Fairywood Walk area. Another accessway is located between 1223 and 1233 Laguna Canyon Road, providing access to a private garage on the east side of Fairywood Walk. Unlike the first roadway across the grove, however, this driveway is believed to be used by the garage owner only. A third private street parallels the northern portion of Victory Walk. It is located on privately-owned undeveloped property, but is used by residents in the Roosevelt Lane and Victory Walk portions of the community. The last accessway is located off Woodland Drive behind Thurston Trailer Park, and is used exclusively by residents of a "landlocked" parcel at the end of the driveway.

G. Utilities

1. Sewage Disposal: Existing sewer service within Thurston Park is provided to those properties fronting on Woodland Drive and Laguna Canyon Road only. The remainder of Thurston Park is served by septic tank/leaching field systems. Judging from the new County assessment roll, there would appear to be a number of properties which are being levied for sewer service which are not currently receiving it. Properties which may be taxed for sewer service are those with sewer service "available," i.e., within 200 feet of the property line. However, Section 17.25.050 of the Laguna Beach Municipal Code provides for the exemption of undevelopable property and property to which sewer service is not available:

"The owner of any parcel of unimproved real property which is not developable by reason of lack of road access, difficulty of the terrain, unstable soil conditions, insufficient lot size, unusual shape or other substantial cause, or the owner of any property whether improved or not to which sewer service is not available, may file a verified application for exemption from the sewer service charge with the city manager, setting forth the reasons for the requested exemption. The city manager shall refer such application to the director of planning and development for investigation. If the director of planning and development determines that the parcel of real property is in fact not developable, or that sewer service is not available to the property, and that there are good grounds for granting the requested exemption, the city manager shall grant the exemption and the owner shall be relieved of liability to pay the sewer service charge on the parcel of property described in the application for exemption."

2. Water: Thurston Park is served by the Laguna Beach County Water District (LBCWD). Existing 2-inch cast iron pipe (CIP) lines within the single-family residential area are approximately 40 years old and in need of replacement. These lines are located beneath the pedestrian walkways in the neighborhood -- Fairywood Walk, Roosevelt Lane and Victory Walk. There is also a 2-inch line beneath the right-of-way extension of Woodland Drive past the end of Victory Walk and



another 2-inch line in the stub extension of the improved portion of Woodland Drive (connecting to Victory Walk). Four-inch CIP lines (of the same age as the 2-inch lines) are located in Woodland Drive and Milligan Drive for most of their length. Eight-inch asbestos cement pipe (ACP) lines are located in the entry portions of Woodland Drive and Milligan Drive. These have recently been replaced and do not require upgrading. Fire hydrants are located at regular intervals along Woodland Drive and Milligan Drive.

3. Natural Gas: The Southern California Gas Company provides natural gas service to Thurston Park. Gas lines, like water mains, are located in the pedestrian lanes. Most mains were installed in 1965 and remain in generally good condition.
4. Electrical Service: The Southern California Gas Company provides electrical service to Thurston Park.
5. Cable Television: Cable T.V. is available to residents in Thurston Park, with service provided by Storer Cable T.V.

### III NEIGHBORHOOD ISSUES AND DEVELOPMENT POLICIES

This section of the Specific Plan establishes the policy framework for the future growth and development of the neighborhood. These policies serve as guidelines for consistent decision making and function as an indicator of neighborhood preferences and development priorities. The actual implementation of these policies is achieved through specific development standards described in Section VI of this Plan.

#### A. Land Use

##### Issue:

Thurston Park has developed into a cohesive neighborhood composed of both single-family and multiple-family units. The majority of these units and associated parcels, however, are nonconforming in status, due to insufficient lot size, absence of vehicular access and continued reliance on individual septic tanks for sewage disposal. This situation has inhibited the maintenance and renovation of many structures, thus affecting the quality and continued viability of the neighborhood's housing stock. Since the Specific Plan is intended to resurrect development opportunities, the Plan must also seek to preserve the inherent residential character of the neighborhood.

##### Policy:

1. Land Uses within Thurston Park shall be principally residential in character. Home occupations and other ongoing neighborhood activities must clearly be incidental to residential use of the area. ( For specific provisions regarding home occupation uses, refer to Section VI of the Specific Plan.)
2. Single family units and related housing types as described in Section C.3 of Section VI of this Plan, shall be the only housing type permitted in Thurston Park. Mobile homes or multiple family units shall be the principal use within Thurston Trailer Park.
3. The Eucalyptus Grove, currently owned by the City of Laguna Beach, shall be considered for a mixture of alternative uses, limited to the following prospective activities or combinations thereof: recreation area, without intensive playground

equipment; housing for low and moderate income families and/or senior citizens; resident parking facility and/or festival parking during the summer season. If the Eucalyptus Grove is used for purposes other than passive recreation, the City should consider similar recreational opportunities elsewhere in the neighborhood.

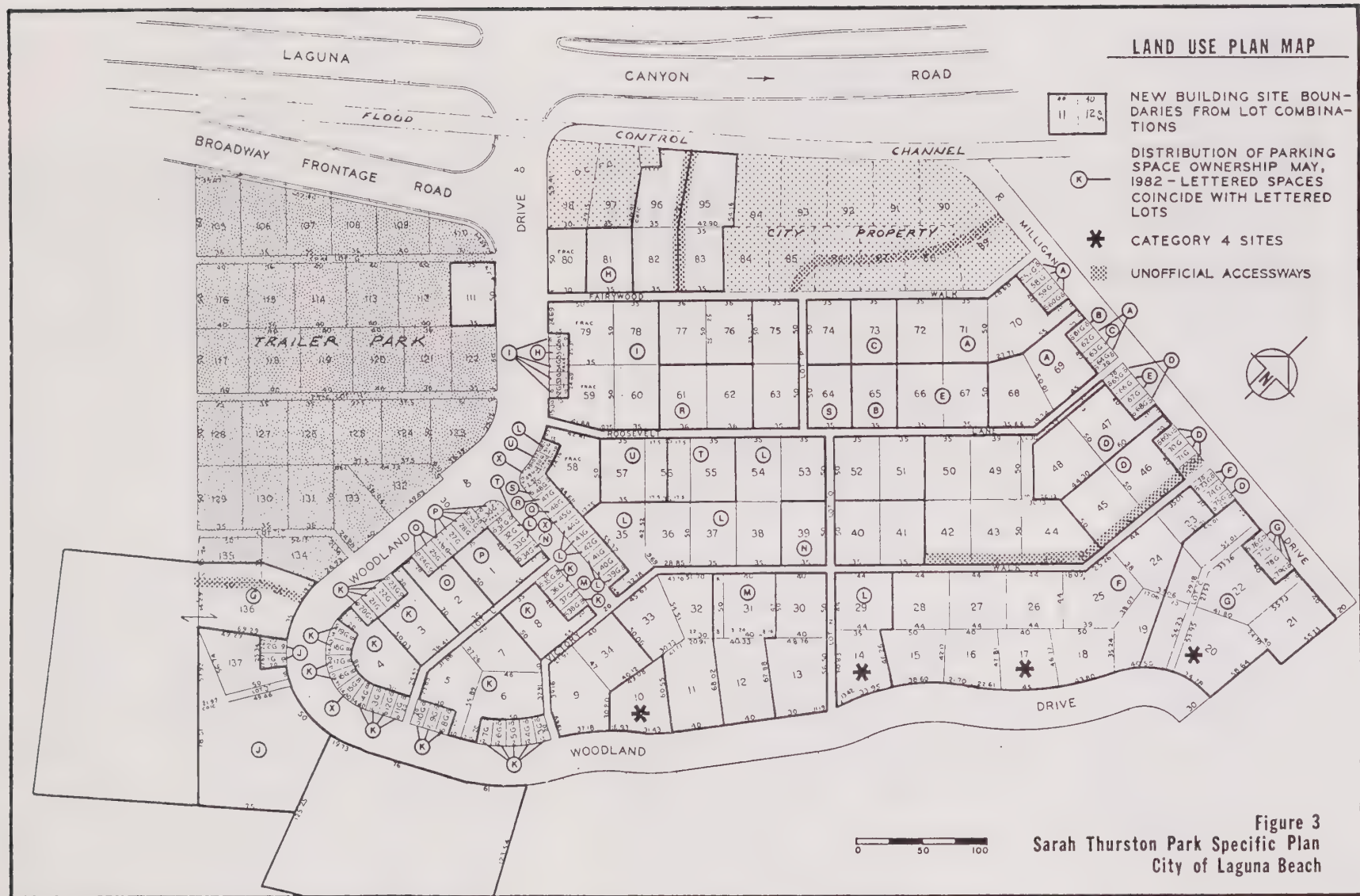
B. New Development

Issue:

The Thurston Park Specific Plan area presently contains 71 dwelling units - 27 mobile homes (located within the Boys' Club Trailer Park) and 44 units with fixed foundations, most of which are single family residences. In an effort to preserve the existing rural character of the neighborhood and prevent "overbuilding" of the area (which would compound problems of parking and circulation, sewage disposal, environmental hazards and neighborhood identity), the Specific Plan sets forth the exact number and location of legitimate building sites (Figure 3). This procedure is created in lieu of a definition of minimum lot size and development criteria, and is intended to prevent further fragmentation and resubdivision of lots within Thurston Park. The criteria for establishment of legal single family building sites is summarized below::

Policy:

1. Lots with existing units whose owner does not own vacant property adjacent to the existing unit shall be considered legal building sites.
2. Vacant lots which are contiguous to existing developed parcels and which share common ownership shall be absorbed to create a legal building site, as defined on the Land Use Plan Map.
3. If there are lots which can demonstrate "grandfather" status in addition to those legal building sites shown on the Thurston Park Land Use Map (Figure 3), these lots shall be considered legal





building sites without amending the Specific Plan, and shall be subject to the development standards contained in Section VI of the Specific Plan. The Specific Plan Map shall be revised administratively to show the additional legal building site.

4. Vacant parcels in the hillside areas (Category 4 Sites) shall not be considered legal building sites until specific studies have been performed and accepted by the City, which verifies the development feasibility of the property. This determination shall be made in accordance with the standards and criteria contained in Section VI of the Specific Plan.

C. Unit Replacement/New Construction

Issue:

The majority of existing properties in Thurston Park maintain nonconforming status due to insufficient lot area and the absence of direct vehicular access. The inflexibility of current zoning standards has inhibited the routine maintenance, repair and expansion of residential units. Moreover, this situation prohibits a landowner from removing an older structure in marginal condition and replacing that structure with a new building.

In addition to the rehabilitation of existing dwelling units, the Specific Plan allows for the construction of new single family homes on existing subdivided vacant lots. Four of these sites, however, are "Category 4" building sites, requiring site-specific studies to determine their development suitability.

Policy:

1. The right to a legal building site (other than the Trailer Park) is the right to construct a single family unit in conformance with the development standards contained in Section VI of this Plan.
2. Existing duplexes, apartments and multiple family units on single family legal building sites shall be permitted to remain as existing nonconforming uses. Permits shall be granted for activities consistent with normal maintenance and preservation of these structures. Nonconforming structures shall not be added to or enlarged so as to increase the total area of such building, unless the existing dwelling units are made available to low- and moderate-income households, in which case enlargement of the structure is permissible (not to exceed 50% of the existing floor area).

These nonconforming structures may be rebuilt "in kind" if destroyed by a natural calamity, but in no circumstance may be reconstructed if demolished intentionally for purposes of new construction, unless the existing dwelling units are made available to low- and moderate-income households, under an agreement approved by the City of Laguna Beach. Reconstruction of all other nonconforming structures shall be confined to a single family unit built in conformance with this Plan. This measure is intended to protect the single family character of Thurston Park and preserve the smaller scale of development in the neighborhood, while maintaining housing opportunities for low- and moderate-income families.

3. Transition of Thurston Trailer Park from mobile home use to fixed foundation multiple family use shall be consistent with the Specific Plan. Density of new multiple family construction shall not exceed a total of 27 units. The size of individual units and scale of the total building envelope shall be reviewed and approved by the City's Design Review Board, consistent with the parameters of the R-3 zoning regulations, and shall reflect the architectural character of the neighborhood.

D. Parking and Circulation

Issue (Woodland Drive):

Thurston Park depends on continued use of Woodland Drive and Milligan Drive for vehicular ingress and egress to the neighborhood. Although a portion of Woodland Drive is a dedicated public street and improved to current subdivision standards, a major section of the roadway remains unimproved, due to topographic constraints. Improvement of the road would be particularly difficult and undesirable given the steep hillside terrain and the need to cut into and excavate the toe of the hillside to create a level roadway. Furthermore, preliminary geotechnical studies report potentially unstable geologic conditions in the immediate proximity of this hillside that may serve to aggravate roadway improvements.

Policy:

1. The existing 40-foot right-of-way in the lower (improved) portion of Woodland Drive shall be maintained. On-street parking shall be permitted on the south side of the street only.

2. The existing 30-foot right-of-way extending on the upper portion of Woodland Drive to a point near the last house on the upslope side of the street (275 Woodland Drive) should be improved to a minimum of 12 feet in width.
3. The unimproved portion of Woodland Drive situated beyond 275 Woodland Drive shall be retained in ownership by the City, but shall not be improved as a vehicular right-of-way. Rather, this unimproved roadway shall be reserved for limited pedestrian access and as a natural buffer between the neighborhood and adjacent hillside lands. It may be appropriate to promote walking and hiking trails in this area.

Issue (Milligan Drive):

Milligan Drive is a 20-foot-wide private street serving the northern portion of the neighborhood, providing street access to potentially nine parcels and 23 resident parking spaces. The narrowness of the street and absence of a suitable turnaround inhibits the internal circulation of neighborhood vehicles and impairs emergency fire access. In addition, the intersection of Milligan Drive with Laguna Canyon Road represents a dangerous condition, due to the oblique angle of the intersection and consequent obstruction of sight distance and visibility.

Policy:

The improvement of Milligan Drive shall consist of the following design concept (refer to Figure 4). Specific features include the following provisions:

1. The existing bridge structure crossing the flood control channel should be upgraded and expanded to a width of 24 feet.
2. Establish a new street plan line for Milligan Drive, pursuant to Chapter 11.24 of the Municipal Code. This new street line will establish a total right-of-way width of 32 feet, with 12 additional feet acquired from the northerly side of the existing right-of-way. The eventual expansion and improvement of Milligan Drive to 32 feet is intended to enhance traffic circulation and provide for on-street parking opportunities on the northerly side of the street.

## MILLIGAN DRIVE ACCESS IMPROVEMENTS

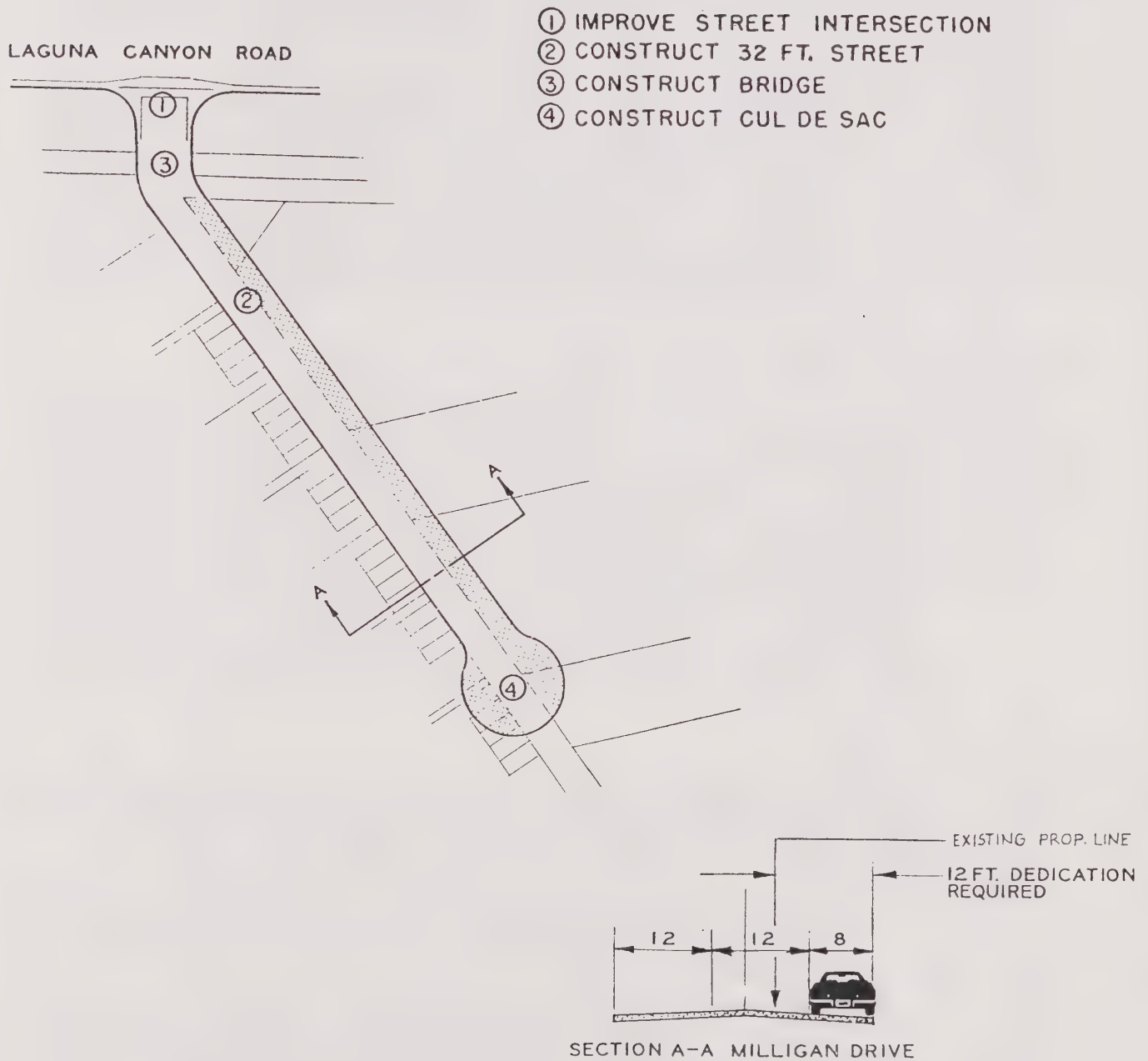


Figure 4  
Sarah Thurston Park Specific Plan  
City of Laguna Beach



3. The City will take action to declare Milligan Drive a public street, thereby establishing dedication requirements described above and eventual widening of the road to 32 feet.

As an immediate (interim) solution to the sight distance problem at the intersection of Milligan Drive and Laguna Canyon Road, the following improvements shall be made, when financially feasible, by the City of Laguna Beach.

- a. Remove 15 feet of curb and gutter northerly of the intersection along Laguna Canyon Road and construct asphaltic-concrete right-turn pocket (northbound). This measure will also require removal of one on-street parking space northerly of the intersection.
- b. Remove two on-street parking spaces southerly of the intersection to existing no-parking zone at the fire hydrant. This measure will enlarge the sight distance which is presently impaired by parked vehicles and enhance the movement of traffic from Laguna Canyon Road to Milligan Drive.

#### Issue (Pedestrian Circulation):

The existing pedestrian orientation of Thurston Park provides a special environment and meaningful function in the neighborhood. The absence of direct street access to many parcels creates a reliance on these walkways for internal neighborhood circulation. More importantly, the maintenance of these pedestrian walks is essential to the rural atmosphere and functional integrity of Thurston Park. These walkways are not public walkways; each landowner maintains ownership interest to the centerline of the walkway adjacent to their lot.

#### Policy:

1. All existing walkways as shown in the Thurston Park Specific Plan shall be retained for that purpose. These walks are: Fairywood Walk, Roosevelt Walk, Victory Walk and the unnamed walks referred to as Lot L, Lot N, Lot O and Lot P. All walkways shall measure six feet in width in compliance with existing easement specifications.

2. Any surface treatment to the walkways such as wooden boardwalks, soil cement or decomposed granite, shall provide for access and periodic maintenance of underground utilities. Hard surface treatments such as asphalt or concrete are also permissible, but the application of these should consider the aesthetic effects to the neighborhood.
3. Each resident shall be responsible for maintaining the condition and safety of the walk or walks which the unit abuts.
4. Motorized vehicles shall be prohibited from the walks.
5. In areas where the walk has deteriorated, restoration of the walk shall be a requirement accompanying issuance of a building permit.
6. Explore the feasibility of establishing a pedestrian walkway between Milligan Drive and Canyon Acres Drive.

Issue (Private Driveways and Streets):

Thurston Park supports several private driveways and streets (other than Milligan Drive), which provide important parking and circulation functions in the neighborhood. These are described in detail on Page 11. The continued use of these facilities will serve to relieve the existing parking and circulation problems in the neighborhood. Expansion, intensification, or the continued use of these facilities, however, should be approached with caution, since most of these facilities are situated on private lands and do not possess dedicated rights-of-way or easements for such purposes. Moreover, the physical improvement of these facilities could affect the rural atmosphere of the neighborhood.

Policy:

1. Woodland Drive extension shall be retained as a private street at its current width of 20 feet.
2. Upon development of Lots 76 and 77 as one legal building site (in accordance with the Specific Plan), the private driveway between Lots 82 and 96 and Lots 83 and 95 shall terminate on the west side of Fairywood Walk, and shall not be used by the new building site as an accessway to Laguna Canyon Road.

Issue (Parking):

The pedestrian orientation of Thurston Park and lack of direct street frontage of many parcels has resulted in a demand for parking opportunities that significantly outweighs the available supply. This imbalance has created an inefficient parking arrangement with residents, visitors and festival goers competing for limited parking opportunities. This frequently results in parking in unauthorized locations, causing parking enforcement problems and potentially hindering the movement of emergency vehicles.

The majority of parking opportunities are provided by private parking spaces or "G" lots. Since these parking spaces are legally subdivided lots, it is theoretically possible (but unlikely) for owners to sell these lots to persons outside the neighborhood. Additional resident parking is available on the south side of Woodland Drive, adjacent to the trailer park. In order to supplement existing resident parking opportunities, especially for those landowners who possess no on-site or off-site designated parking spaces, the City should explore the feasibility of using the Orange County Flood Control District property (Lots 97 and 98) for resident parking purposes.

At the present time, the majority of parking space lots in Thurston Park are situated adjacent to a residential building site under the same ownership. These building sites therefore either possess or have access to off-street parking opportunities. Specifically, 60 of the 79 parking space lots are currently retained by persons who own the adjacent main lot. Only 19 spaces are retained by landowners whose parcels are "land-locked" or which have no direct street access. (Refer to Figure 3.)

Of these 19 off-site parking spaces, eight parcels have access to one such parking space and four properties each have two such parking spaces. The remaining three parking spaces are owned by an individual who has no other property interest in the neighborhood.

Eleven parcels in the neighborhood presently have no parking either on- or off-site; four of these lots support residential units, with the remaining seven lots presently vacant.

Table 5

PARKING SPACE DISTRIBUTION

Parcels with Street Frontage

7 parcels	No Parking Space or "G" Lots
1 parcel	1 "G" Lot
14 parcels	2 or more "G" Lots
1 parcel	No "G" lots, but under common ownership and contiguous to a lot with "G" Lots

Parcels without Street Frontage

11 parcels	No Parking Spaces or "G" Lots
8 parcels	1 "G" Lot
4 parcels	2 or more "G" Lots
4 parcels	No "G" Lots, but under common ownership and contiguous to a lot with "G" Lots.

As noted in the above table, an inadequate supply of parking space lots exists in the neighborhood to satisfy the demand for parking. This parking, however, is supplemented by on-street parking opportunities on Woodland Drive and should be available on Milligan Drive following widening and improvement of the street in accordance with this Plan. An additional source of resident parking may be available on vacant property owned by the Orange County Flood Control District (Lots 97 and 98) located at the corner of Woodland Drive and Laguna Canyon Road. Collectively, these parking opportunities are expected to offset the deficiency of parking space lots which are not available to some property owners.



Policy:

1. Parcels of land which maintain direct vehicular access from a private or public street shall provide two parking spaces for each building site or dwelling unit. Existing improved parcels which maintain direct vehicular access but possess only one or less parking space shall become legal nonconforming uses until two parking spaces are provided for each dwelling unit. In the case of redevelopment or demolition of an existing structure, such parcels shall be upgraded to provide two parking spaces per unit.
2. Parcels of land which lack direct street access but which possess two off-site parking spaces shall retain those spaces for parking purposes in conjunction with the parcel they presently serve.
3. Parcels of land which lack direct street access but which possess one off-site parking space shall retain that space for parking purposes in conjunction with the parcel they presently serve.
4. Improved parcels of land which possess no street access and no parking spaces either on-site or off-site, shall become legal nonconforming and shall comply with the development standards associated with nonconforming structures, as set forth in this Plan. In the case of redevelopment or demolition of an existing structure, such parcels shall provide at least one parking space per unit.
5. Existing vacant parcels without street access which possess no parking spaces either on-site or off-site shall not qualify for a building permit unless at least one parking space per unit is provided.
6. The right to a parking space shall be sold separately from a legal building site, although parking spaces may be exchanged among landowners in the neighborhood. In no circumstances shall this preempt the minimum parking requirements stated in this Plan.
7. Use of parking spaces shall be restricted to Thurston Park property owners or their tenants. Rights to a parking space shall not be leased except to tenants of the legal building site with which the parking space is associated. Rental of a parking space on a short term basis (by the hour, day or week) is prohibited.

8. Required parking spaces shall be properly maintained for parking purposes, and may be covered or enclosed, subject to approval by the Design Review Board.
9. Existing on-street parking opportunities on Woodland Drive should be retained. Similar parking should be provided on Milligan Drive, following the full improvement of the street.
10. The City should actively explore the feasibility of using the vacant parcel owned by the County Flood Control District for neighborhood parking. If successful, this parking should be first allocated and reserved to those landowners who possess no on-site or off-site parking opportunities.

E. Open Space and Conservation

Issue:

Thurston Park possesses several unique features which collectively serve to inhibit the neighborhood's ability to provide community open space. This condition is attributed to the abundance of relatively small building parcels and associated parking space lots, fragmentation and diversity of lot ownerships, absence of an internal street system or other major public right-of-way which provides density relief, and size, scale and density of existing development.

Policy:

1. All building construction shall observe the open space, yard and setback standards contained in Section VI of the Specific Plan.
2. All existing and proposed public utility easements and pedestrian walkways shall remain unobstructed and free of all structures, except for yard fencing, which shall require the issuance of a revocable encroachment permit by the City.
3. Preservation of eucalyptus trees in the neighborhood shall be a major consideration in siting of new units or expansion of existing units, with a view toward public safety.
4. Owners of existing and proposed building sites on which eucalyptus trees are located are encouraged to properly care for these trees. Tree topping or pruning shall be a standard condition for issuance of a building permit, if site conditions warrant such actions.

F. Natural Hazards

Issue (Fire Protection):

The Laguna Beach General Plan identifies Thurston Park as an area of extreme fire hazard. This designation is attributed to several factors. First, the neighborhood is situated adjacent to a large expanse of vacant hillside land which supports heavy brush and vegetation, and thus is highly susceptible to fast-spreading wildland fires. Second, the neighborhood itself is extremely vulnerable to structure fires, due to the density of development, concentration of older wooden structures, accumulation of natural materials and debris in yard areas, and heavy fuel loading resulting from the many eucalyptus trees which occupy the neighborhood.

In addition, the limited access to interior parcels, plus the narrowness and lack of turnaround space for fire vehicles on Woodland and Milligan Drives, makes even small fires difficult to combat. Access problems are compounded by the fact that fire vehicles would block emergency evacuation routes needed by residents to leave the fire area. Last, substandard wiring (including rewiring and extension of wiring by non-professionals) and use of space heaters or gas stoves for heating, increases the danger of home fires.

Policy:

1. New development shall comply with building standards established for Fire Zone IV by the City of Laguna Beach.
2. Yards shall be kept clear of weeds, garbage, brush and other debris.
3. All new construction and structural alterations shall be conditioned upon the installation of a fire extinguisher for interior/exterior residential use. Verification of the extinguisher shall be made by a City Building Inspector at the time of final building inspection.
4. Subsequent to completion of improvements of the water system, as specified in this Plan, property owners should be encouraged to procure fire insurance.



## Issue (Flood Protection):

Laguna Canyon forms a natural watercourse through the San Joaquin Hills. The concrete channel which forms the western edge of Thurston Park is the major flood control facility in the City of Laguna Beach. This channel was designed for a "10-Year Flood," however the "100-Year Flood" is the designated boundary of the floodplain within the City. That portion of Thurston Park which lies within the 100-year floodplain is shown in Figure 5.

The terms "10-year flood" and "100-year flood" do not imply that inundation of a given magnitude is expected only once every ten years or once every 100 years. It would be more accurate to state that a 100-year flood has a 1% chance of occurring within a one-year period, and a 10-year flood has a 10% chance of occurring within a one-year period. However, there could be two or more occurrences of a flood of that magnitude in two consecutive years -- or even in the same year -- notwithstanding the date of the last occurrence.

Floods causing significant structural damage in Thurston Park have occurred as recently as 1978. Historical photographs of portions of the neighborhood also show sizeable damage in 1937 and 1941, long before the drainage course was improved and lined with concrete. Flooding in Thurston Park occurs not only when storm waters exceed the capacity of the flood control channel, but also when the channel right-of-way becomes obstructed by debris. Obstructions include both dry vegetation and other materials which accumulate in the channel during the dry season, and the water-borne debris carried downstream by storm runoff.

The southern portion of Woodland Drive has historically experienced flood problems with storm runoff waters ponding or collecting for extended periods of time due to the absence of an adequate storm drain system. Solutions have been developed to ameliorate this problem in the City's new Master Plan of Drainage, which proposes a catch basin and associated 24-inch underground storm drain pipe extending the full length of the street and connecting into the Laguna Canyon Flood Control Channel. Other alternatives should also be considered to alleviate this condition, including but not limited to reestablishing the natural watercourse in the vicinity of the Boys' Club property.

## Policy:

1. All new development within the 100-year flood plain shall comply with Chapter 25.38 of the City's Municipal Code entitled, "Flood Damage Prevention and Prohibitions."

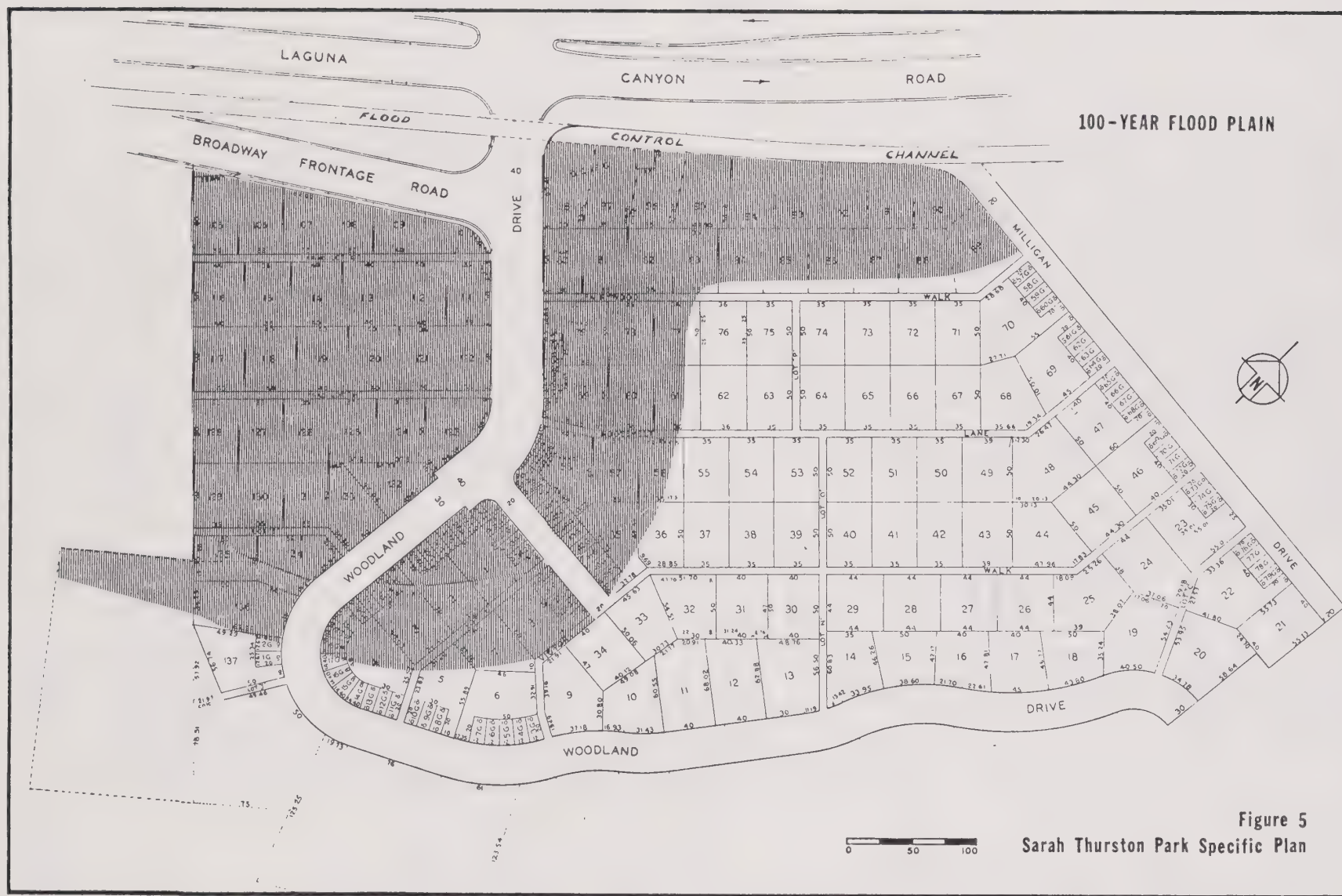


Figure 5  
Sarah Thurston Park Specific Plan

2. Legal building sites lying partially within the 100-year floodplain shall, where feasible, concentrate development in that portion of the site outside the flood boundary. Design review shall include consideration of adjustment of setback standards and other performance standards to permit 100% of allowable site coverage to be outside the 100-year flood.
3. The City will promote awareness of the availability of flood insurance to residents and property owners within the 100-year floodplain.
4. The City shall investigate the cost and pursue the feasibility of clearing and improving the Milligan Drive flood control inlet where it intersects with the Laguna Canyon Flood Control Channel.

G. Infrastructure and Public Utilities

Issue (Sewer and Water Service)

The installation of new water and sewer facilities remains the highest priority in Thurston Park. The Specific Plan represents an important tool for planning capital improvements, since it establishes the ultimate location and density of residential development and corresponding infrastructure requirements.

The majority of lots within Thurston Park (including the mobile home park) are served by septic tank/leaching field sewage disposal systems. These septic tanks occasionally provide inadequate service during the rainy season, when the water table rises and interferes with the percolation efficiency of the leach field systems. This condition not only affects the performance of the septic tanks and related in-house plumbing, but also adversely impacts groundwater quality and in some cases the domestic water supply, with neighborhood residents exposed to potentially harmful health conditions.

Water service in Thurston Park is provided by the Laguna Beach County Water District. The majority of the water lines are cast iron and are located beneath the pedestrian walkways in the neighborhood. They are approximately 40 years old. The age and cast iron construction of these lines renders them particularly susceptible to corrosion, cracking and malfunction.



This condition may also create a serious public health hazard, due to the neighborhood's reliance on septic tanks/leach fields, which may infiltrate into the domestic water supply during periods of excessive rain.

Several unique problems exist in Thurston Park which will influence the location and juxtaposition of new water and sewer lines in the neighborhood. First, the existing six-foot walkways which traverse the neighborhood and carry the water lines and gas mains, are insufficient in width to also accommodate new sewer lines. Second, the opportunity to expand these public rights-of-way or acquire new utility easements is limited, due to existing development in the neighborhood, which may obstruct or constrain the future alignment of public utility easements.

In addition, State Health Department standards require that the location of water and sewer mains observe certain design criteria:

- a. Minimum horizontal separation of lines of four feet, edge to edge. This amounts to five feet, center to center.
- b. Location of sewer main at least one foot below the water line.
- c. Use of extra strength pipe if the sewer is less than ten feet from the water line; concrete encasement is not required.

Using this criteria, the City recently hired an engineering firm to design a sanitary sewer system for the neighborhood. The cost for this design and the subsequent construction of the facility will be accomplished with Federal Housing and Community Development Block Grant Funds. Construction of the new sewer system is anticipated to commence in early 1984.

The City is also currently pursuing HCD funds for the design and construction of a new water system in the neighborhood.

#### Policy:

1. All legal building sites shall be sewered and all existing dwelling units shall connect to the sewer within one year of its completion.
2. With each sewer connection, the existing septic tank shall be abandoned to standards of the County Health Department.

3. Since the abandonment of septic tanks and subsequent sewer connection fee may represent a financial hardship to the neighborhood's lower income residents, the City shall attempt to procure financial aid to offset this cost in low interest loan payments (through the Housing Rehabilitation Program) and adjustments in normal City permit fees.
4. When water mains within the perimeter of the neighborhood are replaced, they shall be upgraded to a larger pipe size as determined by the City and Laguna Beach County Water District. The existing two-inch cross-feed water mains situated in the pedestrian walkways shall also be upgraded.
5. A new fire hydrant shall be installed near the intersection of Milligan Drive and Victory Walk, upon the availability of adequate funds. The installation of this hydrant should remain a high priority regardless of the timing for installation of the new water system.

Issue (Natural Gas):

Gas mains located within the existing six-foot easements may be temporarily displaced by installation of new sewer and/or water lines, but will be re-sited within the walkways when the construction is completed. No Specific Plan policies relative to gas lines are required.

Issue (Storm Drainage):

(Refer to discussion on Natural Hazards, Page 25 for description of storm drainage issues and related policies.)

Issue (Solid Waste):

The existing pedestrian circulation system inhibits collection of refuse in the neighborhood. This problem is exacerbated by the rural environment of the community, which sometimes generates a significant amount of natural waste, such as leaves and branches.

Policy:

1. In addition to "clean-up week", which is offered to all City residents in the spring and fall of each year, the City, where financially feasible, shall periodically locate a refuse dumpster in the neighborhood, with costs possibly borne by the City's HCD Block Grant Program, Housing Rehabilitation Program, or other State and/or Federal program.

2. Once Milligan Drive has been dedicated and improved as a public street, the City shall provide refuse collection service along Milligan Drive to its junction with Victory Walk.
3. The City should facilitate trash collection service in the neighborhood similar to the service offered elsewhere in the community.

Issue (Underground Utilities):

The overhead electrical lines in Thurston Park are vulnerable to wind storms and other natural hazards which may adversely impact the safety of the neighborhood, due to structural and/or wildland fires. Additionally, the overhead utilities adversely impact the aesthetic and scenic qualities of the neighborhood.

Policy:

1. The City shall seek State and Federal funding for installation of underground utilities. Funding for this purpose, however, shall remain a lower priority than for other Thurston Park capital improvement needs, namely, new water and sewer service, storm drain improvements and upgrading of roads and pedestrian walkways.



## IV HOUSING

### A. Introduction

In recent years, housing prices in Laguna Beach have dramatically escalated. Housing in Thurston Park, however, has remained affordable to lower income households, as evidenced by the figures presented in this section. The contributing factors to this situation include: (1) the absence or deficiency of public improvements (sewer, water, drainage and streets; and (2) the inability of residents to upgrade their homes due to the existing nonconforming status of most properties. The Specific Plan will serve to change these circumstances and, in the process, introduce a potential increase in housing values that might reduce access to low and moderate income families. A key objective of the Specific Plan is to preserve housing opportunities for the neighborhood's lower income population.

Concern for affordable housing in Thurston Park extends to rental housing opportunities, as well as home ownership. Even though there exist only a few multiple family housing units in Thurston Park, a 1978 demographic survey conducted by the City revealed that 57% of the responding housing units were occupied on a rental basis.

Another major housing issue in Thurston Park is that of overall housing quality. The age of the existing residences and the inability to replace them (in light of their nonconforming status) has caused a large portion of the housing stock to lapse into varying stages of deterioration. Given these concerns, the primary housing objectives of the Specific Plan shall be as follows:

- Maintaining the stock of rental housing.
- Maintaining rents and mortgages at affordable levels.
- Revitalizing neighborhood housing.

The Specific Plan attempts to achieve these objectives by encouraging the voluntary participation of neighborhood property owners in a series of housing programs. The large majority of these housing programs are administered and funded by County, State or Federal agencies. In light of this, some programs will be available only in the event the City is successful in

applying for funding and/or only as funding appropriations are made available. A description of prospective programs is presented in the final section of this analysis.

Through the course of this section, the terms "affordable" and "low and moderate income" will be utilized frequently. For the purposes of this Plan, these terms carry the following definitions as utilized by the County of Orange Inclusionary Housing Program.

"Low and Moderate Income Households" - Households whose incomes do not exceed 120 percent of the median income for Orange County.

"Affordable (Housing Unit)" - A unit whose total monthly cost to the buyer/renter does not exceed 25 percent of the income of families earning 80 percent or less, or 30 percent of the income of families earning 81 percent-120 percent of the median income for Orange County.

B. Maintaining Rents and Mortgages at Affordable Levels

As previously stated, the Thurston Park neighborhood provides some of the most affordable housing in the City of Laguna Beach. This premise is borne out by 1980 Census housing statistics.

Table 6

HOUSEHOLD RENTS AND VALUES

	<u>Thurston Park</u>	<u>City</u>
Median Rents (Rental Housing Units)	\$ 215	\$ 366
Median Values (Owner Occupied Housing Units)	\$ 65,000	\$200,000*

(NOTE: Table reflects 1979 Monetary Values)

\* Highest value for Census data; actual median somewhat higher)

These statistics indicate that median rents in Thurston Park are 41.3% lower than the citywide levels and the value of owner occupied units are similarly at least 67.5% lower. The affordability of Thurston Park housing is further demonstrated by comparing the

neighborhood's housing prices to other census blocks in the City. Of 187 census blocks for which statistics were available on median rent levels, only one block showed lower levels than Thurston Park. In the case of median values for owner occupied units, again only one block out of 242 (with available statistics for two or more units) indicated a lower value than Thurston Park.

Both mandatory regulations and voluntary incentives can be used to maintain the affordable status of units in Thurston Park. Mandatory regulations naturally provide a greater assurance of overall continued affordability, but are often controversial, time consuming and costly to administer.

Programs to control affordability in this Plan will be limited to those measures which involve the extension of certain special benefits, usually financial, in return for agreements with the property owner which seek to maintain affordable housing opportunities.

C. Housing Programs Designed to Preserve Affordable Housing Opportunities

1. Home Improvement Program (HIP): This is an HCD Block Grant housing rehabilitation program that is administered for the City by the County of Orange Housing and Community Development Program office. Through the Home Improvement Program, low cost financial assistance is available to qualified homeowners to correct building code deficiencies and for specified general property improvements (painting, etc.).

Types of HIP financial assistance and qualifications vary by tenure and household income levels, and are subject to periodic modifications. Since Thurston Park is part of the City's HCD Target Area, however, most neighborhood homeowners will be eligible for some type of assistance. Within program target areas, loans of up to \$15,000 are generally made available to owner-occupied households at the following low interest rates:

- 3.0% for households earning 80% or less of the County median income



In addition to low interest loans, low income households with very limited financial resources may be eligible to receive a deferred payment loan or a grant to undertake needed housing repairs.

Owners of rental housing units are also eligible for HIP assistance, provided that the units are occupied by low and moderate income tenants and that rents are kept at an affordable level. The interest rates on loans for rental units are negotiable.

The Home Improvement Program provides several benefits, including that: (1) it provides financing for housing improvements that may not otherwise be undertaken; (2) it helps low and moderate income families to affordably reside in Thurston Park; and (3) it helps to maintain neighborhood stability by requiring continued residence for the term of the loan.

2. In-Fill Housing Program: This program is designed to provide new and replacement housing for qualified low and moderate income property owners. Like the low interest loan program, this program is also administered by the County Housing and Community Development Program office and uses HUD Block Grant funds as its principal funding source.

Basically, the In-Fill Program entails the construction of new modular housing units on lots that are either vacant or support existing housing that is severely dilapidated. Since Thurston Park contains numerous vacant lots and housing units in poor condition, this program could be particularly valuable to the neighborhood.

In order to qualify for participation in the In-Fill Program, the following basic requirements must be met:

The property and existing residence, if any, must be owned free and clear by a low or moderate income person or family.

The residential structure must be dilapidated to the extent that rehabilitation is not feasible.

The applicant must be credit-worthy and

capable of affording necessary monthly payments.

If these conditions are present, program funds are utilized to pay the participant a fair market value price for the existing residence and to demolish the structure. The lot itself remains the property of the participant. Following this, a new modular home is constructed on the lot in place of the deteriorated unit. While the modular unit is relatively low in cost, the models used in the In-Fill Program have proven to be of high quality in terms of both structural integrity and appearance. Upon completion, the new modular house is purchased by the participant, utilizing a low interest mortgage loan or another prearranged form of government financial assistance, depending upon the financial limitations of the participant.

In the case of vacant property, the process will be similar except for the demolition of structures.

Since the In-Fill program is intended to provide improved housing for low and moderate income families, certain deed restrictions are used in the Program as an inducement for continued ownership and occupancy of in-fill units by families within these income categories. Generally, if an in-fill unit is sold or rented, these restrictions call for full repayment of the mortgage principal plus an additional payment based upon a percentage of the mortgage interest or the increase in home equity. The mortgage loan is assumable, however, if the in-fill unit is sold to another low or moderate income family.

3. Other Affordable Housing Programs: There are several additional government sponsored housing programs that may assist in providing affordable housing. The programs, however, in many instances involve entering into contracts with or submitting funding proposals to the sponsoring agency. In addition, some programs currently possess little or no source of funding. In light of these circumstances, it cannot be determined at this time which of these other programs may be available or appropriate for implementation in Thurston Park. For this reason, the programs listed below are only briefly discussed. At this time, the City's policy will be to further investigate these programs and implement later those which are feasible and available to the City.

a. Section 8 - Moderate Rehabilitation: The Federal Section 8 Program is basically a rent subsidy program for low and moderate income families. Under the Moderate Rehabilitation portion of the program, an owner of a rental unit enters into a 25-year Housing Assistance Payments contract. The contract guarantees the property owner payment of a rent subsidy of an amount equal to the difference between what the tenant pays (typically 25% of monthly income) and the rent charged. Participating property owners, as part of their agreement, must maintain rents within a HUD-approved Fair Market Rent schedule for Orange County. The property owner is also extended technical assistance in obtaining financing and carrying out rehabilitation. Utilization of this program cannot be undertaken until the City enters into a contract with the Orange County Housing Authority.

b. Section 265/235 - Homeownership for Low and Moderate Income Families: This program provides mortgage insurance to purchasers of single family residences whose adjusted gross income is less than 95% of the area median income. In addition, Section 265 provides for subsidizing the interest on the mortgage to reduce the interest rate paid by the purchaser to as low as 4%. The maximum loan term is 30 years.

Section 245 - Graduated Payment Mortgages (GPMs) and Growing Equity Mortgages (GEMs): This section of the National Housing Act provides insurance of mortgages with varying interest rates or amortization periods corresponding to anticipated variations in family income. The GPM program includes mortgage plans with interest deferrals, interest buy-downs for the initial portion of the loan term, and monthly mortgage payments that start at a low level and increase annually. This type of plan is helpful to families that are initially restricted as to the monthly housing payment they can afford.



Deferred Payment Rehabilitation Loans: This program is operated by the State Department of Housing and Community Development and is designed to assist cities with the rehabilitation of housing for low and moderate income households. Loans are made to borrowers (generally low and moderate income owner-occupants and non-owner occupants of rental properties) at 3% interest and must be repaid at the end of five years or upon the sale or transfer of the property. Loans may be extended for additional five-year periods if owner-occupants are unable to repay the loans, or in the case of rental properties, if low income tenants continue to benefit. There is no five-year repayment requirement on loans made to elderly owner-occupants.

The State has indicated that funding for this program is very low.

D. Coastal Zone Housing Requirements

Amendments to the California Government Code in 1981 included the addition of Section 65590, which sets forth new regulations for the provision of affordable housing in Coastal Zone areas. A major requirement of these regulations mandates replacement of housing occupied by low and moderate income persons when such units are demolished or converted to condominiums. The law does, however, provide for the exemption of residential structures which contain less than three dwelling units, unless it is determined by the City that it is "feasible"<sup>1</sup> to provide such replacement housing.

In the case of Thurston Park, the issue of feasibility appears to be a particularly important and necessary consideration in order to achieve the objectives of the Specific Plan. This conclusion is based upon the following observations:

1. Single family residential rental units are a key component of the neighborhood housing stock. The Thurston Park demographic survey indicates that 88% of the housing stock is comprised of single family residences and that a majority of the residing families are renters.
2. The survey also indicates 93% of residing families are in the low or very low income category. There may be a number of situations, therefore, where the issue of replacement housing would apply.

1

"Feasible" as defined in Government Code Section 65590(g)(3), means capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social and technical factors.

3. Increased housing values realized from the Thurston Park capital improvement program could eventually result in a reduction of affordable rental housing opportunities in the neighborhood.
4. The availability of financial assistance programs to Thurston Park property owners through this Plan should serve to enhance the feasibility of providing replacement housing from an economic standpoint.

When reviewing project applications, therefore, the provisions of Section 65590 will be applied on a project-by-project basis, and in cases where replacement of low and moderate income housing is feasible, such housing will be mandated.

E. Self-Help Programs

1. California Housing Advisory Service (CHAS): This program is operated and funded through the California State Department of Housing and Community Development. It provides grants ranging from \$3,000 to \$50,000 to public agencies, to assist owner-builders and self-help rehabilitation by establishing local housing advisory services. Funding for the CHAS program is currently being made available on a periodic basis to competing cities and organizations.
2. Craftsman Program: The Craftsman Program is a State program which involves the hiring of elderly or young unskilled workers to perform rehabilitation and maintenance tasks for lower income households. In addition to boosting rehabilitation efforts, the program may also serve the community by providing useful work for retired workers and training for unemployed youths.

A specific funding source for a craftsman program is not known, but could potentially be obtained through government employment programs.

## V CAPITAL IMPROVEMENT COSTS AND FINANCING

### A. Capital Expenditures

Table 7 presents an estimated cost breakdown of anticipated capital improvements in Thurston Park. These costs assume 1982 dollars and generally include expenditures for design and engineering, administration and installation. Right-of-way acquisition costs, if necessary, are not included.

### B. Funding Alternatives

Realization of neighborhood capital improvements is largely contingent upon the investment of public funds. This is due to the lower income characteristics of neighborhood residents and their inability to participate in conventional private funding mechanisms, such as special assessment districts, deferred payments or direct contributions. The principle source of financing for these improvements is expected from the Federal Community Development Block Grant Program (CDBG), administered by the County or Orange for the Department of Housing and Urban Development. The Federal government has awarded the City \$200,000 of 8th and 9th Year CDBG Funds for the development of needed capital improvements in Thurston Park. As evidenced in Table 7, however, this funding is inadequate to meet the projected costs of all neighborhood improvements. For this reason, the City intends to supplement this funding with additional CDBG money, which is anticipated in connection with Program funding in ensuing years. The City's applications for funds in the 10th Year Program will not be formally acted on until early in 1984. Due to uncertainty over the actual supply of Federal financial assistance, however, the City must explore other prospective revenue sources to ensure sufficient funds to complete the public works activities. Alternative funding sources may include the following programs/activities:

1. **Special Assessment Districts:** A special assessment district enables property owners to establish an improvement district to issue bonds, assessing themselves for the costs. The advantage of the assessment district is the flexibility provided in cost distribution and latitude in the bond amortization period (5 to 40 year periods). Such a mechanism may be impractical, however, because of the financial constraints of neighborhood residents.



2.    Redevelopment Funding: The California Redevelopment Law, State Health and Safety Code, gives local communities the authority to create a public agency for the purpose of promoting economic growth and building public improvements. These agencies finance their activities through tax increment financing, whereby capital investments are retired through anticipated increases in property tax resulting from redevelopment of the area. This procedure may conflict with the objectives of the Specific Plan, however, which seeks to maintain low cost housing in the neighborhood.
3.    General Fund: Financing of neighborhood capital improvements through the City's General Fund will be subject to budget prioritization along with Police, Fire and other municipal services.

#### C. Construction Phasing

Since funds will not be available to construct all capital improvements simultaneously, it will be necessary to construct these facilities in increments based upon priority of need and funding availability. Table 7 lists the capital improvement program by priority. Each component of the capital improvement program may be constructed independently from another, or can be combined with one or more project(s). Moreover, funding constraints may require construction of individual components in increments, such as installing a portion of the sewer system one year and completing that system the following year, when monies become available. Combining projects together, however, may prove more cost effective in the long term, and would serve to minimize disturbances to the neighborhood during construction activity.

The independent nature of the capital improvement projects enables the City to exercise flexibility in the phasing program, in accordance with the availability of financial resources. The ranking of capital improvements may also be adjusted in accordance with the money supply or as a result of changing neighborhood needs.

Table 7

## THURSTON PARK SPECIFIC PLAN CAPITAL IMPROVEMENTS PROGRAM

<u>Improvement</u>	<u>Itemized Cost Range</u>	<u>Cumulative Cost Range</u>	<u>Note</u>
Sewers (Single Family Residential Area)	\$110,000	\$110,000	This cost reflects an October 1983 construction cost estimate by Greer and Company based on design engineer's plans prepared by same.
Water Mains, including Fire Hydrant at Milligan Drive/Victory Walk	\$ 80,000	\$190,000	This cost assumes engineering installation and inspection.
Improvement of Milligan Drive (including Bridge Replacement)	\$ 80,000	\$270,000	The need to improve fire safety and enhance vehicular circulation makes this a high priority item.
Storm Drain Improvements along Woodland Drive	\$ 45,000	\$315,000	This project is shown in the City's Master Plan of Drainage as a Priority II item, and may be implemented in conjunction with that program.
Woodland Drive Extension	\$ 11,000	\$326,000	This estimate assumes 250 cubic yards of grading for the roadway and associated turnaround, at \$5/c.y. Street cul-de-sac to measure approximately 50 feet in diameter. Estimate also includes use of retention devices for exposed cut and fill slopes.

Table 7 (Continued)

## THURSTON PARK SPECIFIC PLAN CAPITAL IMPROVEMENTS PROGRAM

<u>Improvement</u>	<u>Itemized Cost Range</u>	<u>Cumulative Cost Range</u>	<u>Note</u>
Parking Court at Laguna Canyon Road and Woodland Drive (Flood Control District Property)	\$10,000	\$336,000	Paving costs assume a price of \$3.00/sq.ft. Additional costs may be incurred due to lease or sale agreements with the County Flood Control District.
Sewer Service (Thurston Trailer Park)	\$69,500	\$405,500	This cost assumes approximately 600 feet of VCP sewer line located within the existing six foot wide easements and assumes continued use of the property as a trailer park. Estimated costs, however, may vary since the existing development pattern fails to observe these easements. Furthermore, conversion of the trailer park to multiple family use may influence the design and cost of the sewers.
Underground Utility Lines	\$70,000	\$475,500	Estimated costs range between \$1,800 and \$2,200 per unit. Since the costs are high and benefits comparatively low, this project remains a low neighborhood priority.

Source: City of Laguna Beach  
Department of Community Development

## VI NEIGHBORHOOD DEVELOPMENT STANDARDS

- A. Intent and Purpose: The intent and purpose of this chapter is to establish specific development standards for Sarah Thurston Park, pursuant to the authority of Article 9, Chapter 3 of Division 7 of the California Government Code. These standards have been adopted by the City Council as Ordinance No. 1043. It is recognized that the Thurston Park neighborhood, due to the size and configuration of pedestrian orientation, possesses special problems which are most effectively solved by specific plans and development controls. These regulations are intended to implement and complement the development policies of the Thurston Park Specific Plan text. These policies, together with the development standards contained herein, form the development regulations for the neighborhood. All other ordinances and sections of the Laguna Beach Municipal Code shall also apply to Thurston Park, unless such standards are inconsistent with the provisions of the Specific Plan, in which case the Specific Plan shall apply.
- B. Description and Application. Property contained within the Specific Plan is encompassed in the Sarah Thurston Park Tract and includes the following properties: Lots 1-98, 105-137, all parking space "G-Lots" and three metes and bounds parcels situated southerly of Woodland Drive. Figure 2 in the Specific Plan text graphically illustrates these planning boundaries.
- C. Uses Permitted. All buildings, structures and land shall be used and buildings and structures shall hereafter be erected and designed for the following purposes, subject to the locations described below:
  - 1. Thurston Trailer Park (Lots 105-134, exclusive of Lot 111).
    - a. Detached mobile homes on permanent or fixed foundations.
    - b. Child care, subject to the standards in Chapter 25.08 of the Laguna Beach Municipal Code.



- c. Such other uses as the Planning Commission may deem, after a public hearing, to be similar to and no more obnoxious or detrimental to the health, safety and welfare, than the permitted uses.
- 2. Publicly-owned lands (Lots 84-94, 97, 98 and a portion of Lot 96).
  - a. Recreation without intensive playground equipment or other intensive recreational facilities.
  - b. Affordable single family or multiple-family dwellings made available only to low and moderate income persons as defined in Section IV of the Specific Plan text.
  - c. Resident parking facility.
- 3. Thurston Park, exclusive of the areas contained in Items 1 and 2 listed above (Lots 1-83, 95, 96, 111, 136, 137 and property situated southerly of Woodland Drive; refer to Figure 2 in Specific Plan text).
  - a. Single-family dwellings, including modular or prefabricated units which meet Uniform Building Code standards.
  - b. Multiple-family dwellings, subject to the provisions of Subsection I of Section VI of the Specific Plan text (i.e., nonconforming uses).
  - c. Child care, subject to the standards in Chapter 25.08 of the Laguna Beach Municipal Code.
  - d. Public parks and recreational activities, without intensive playground equipment or other intensive recreation facilities.
  - e. Such other uses as the Planning Commission may deem, after a public hearing, to be similar to and no more obnoxious or detrimental to the health, safety and welfare, than the permitted uses.
- D. Uses permitted subject to a Conditional Use Permit. The following uses may be permitted in areas described in Subsections C.1 and C.3, subject to the granting of a conditional use permit as provided for in Chapter 25.46 of the Municipal Code.

1. Home occupations;
2. Nursery school, preschool;
3. Rest home.

E. Property Development Standards

1. General Provisions:

- a. All new construction within the Specific Plan planning area (except for structural improvements which total less than 50% of existing livable floor area) shall be conditioned upon upgrading the water supply system or providing an emergency water supply to the property which is acceptable to the Fire Department. All construction shall be required to observe Type Five, one-hour construction requirements, and provide an approved automatic sprinkler system. Strict adherence to all other applicable fire-municipal code requirements concerning Fire Zone "A" shall also be observed.

2. Thurston Trailer Park (Lots 105-134, exclusive of Lot 111).

- a. Population Density: A maximum density of 27 mobile home units is permitted.
- b. Design Review: All new development is subject to Design Review as specified in Subsection J of this Ordinance.

3. Thurston Park (Lots 1-83, 95, 96, 111, 136, 137 and property situated southerly of Woodland Drive, refer to Figure 2 in Specific Plan text).

- a. Legal Building Sites: Legal building sites are delineated on the Land Use Plan Map (Figure 3) of the Specific Plan. No additional building sites, other than Category 4 sites as defined in Subsection f below and lots which are demonstrated to be nonconforming, shall be created except by amendment of the Specific Plan, notwithstanding lots as defined in Section 3 of the Specific Plan. Combinations of designated legal building sites may be created, however, without amending the Plan, subject to the provisions of the City's Subdivision Ordinance.

b. Lot Coverage:

Lots under 4,000 square feet: new construction shall not exceed 35% of lot area; for Parcels 111 and 80, these open space requirements shall not apply, but required setbacks must be observed;

Lots greater than 4,000 square feet: new construction shall not exceed 40% of lot area;

For all lots, total floor space (excluding garage) shall not exceed 50% of total lot size.

c. Front Yard Setbacks: A front yard is any yard facing either a street or an existing pedestrian easement indicated on the Land Use Plan Map. The front yard setback shall not be less than ten (10) feet. Where the property abuts two or more pedestrian easements, the second and third front yards shall not be less than six (6) feet.

d. Side and Rear Yard Setbacks: Side and rear setbacks shall not be less than four (4) feet.

e. Building Height: Height of structures shall be measured from any point above the natural or finished grade, whichever is lesser. Height shall include flood plain requirements for elevation of the foundation.

Lots under 4,000 square feet: two stories, not to exceed 20 feet;

Lots greater than 4,000 square feet: two stories, not to exceed 25 feet.

f. Category 4 Sites: Category 4 sites, as shown on the Land Use Plan Map shall not be considered legal building sites until a determination has been made by the Design Review Board as to the development feasibility of the property. The Board of Adjustment shall perform this responsibility based on public health and safety considerations, including geologic and hydrologic factors.

Development standards, including setbacks, shall be determined as part of the Design Review process, but in no case shall building

heights exceed 25 feet at any point above the adjacent street or adjacent pedestrian walkway, opposite the midpoint of the lot, whichever is lesser.

- F. Flood Damage Prevention. New single and multiple-family construction on all lots within the 100-year flood plain shall be subject to the provisions of Chapter 25.38 of the City's Municipal Code. Definition and application of the 100-year flood plain shall be as described in the Flood Insurance Study (March 1979), prepared by the Department of Housing and Urban Development, and as specified in Section 25.38.020 of the Municipal Code.
- G. Soils and Geology. A geologic report shall be prepared for all new construction as defined and in accordance with Chapter 14.78 of the Laguna Beach Municipal Code.
- H. Parking. Parking standards shall be governed by the provisions contained in the Specific Plantext.
- I. Nonconforming Uses. Units which do not comply with this section, including existing two-family dwellings, apartments and multiple-family units on single family legal building sites, shall be permitted to remain as existing nonconforming uses. Building permits shall be granted for activities consistent with normal maintenance and preservation of these structures so long as the total square footage of that structure is not increased. Nonconforming structures, however, may be added to or enlarged pursuant to Section 25.56.008 of the Municipal Code if such units are made available to low and moderate income households, under an agreement approved by the City of Laguna Beach. In no case shall these improvements exceed 50% of the existing floor area of said units. Nonconforming structures may be rebuilt "in kind" if destroyed by a natural calamity, but in no circumstance may be reconstructed if demolished intentionally for purposes of new construction, unless such new construction (the new dwelling units) are made available to low and moderate income households, under an agreement approved by the City of Laguna Beach. Reconstruction of all other nonconforming structures shall be confined to a single family unit built in conformance with the Specific Plan.
- J. Design Review. All new buildings, structures and physical improvements and relocations, additions, extension and exterior changes of or to existing buildings, structures and physical site improvements shall be subject to design review. Design review guidelines shall be governed by Chapter 25.40 of the Laguna Beach Municipal Code, excepting therefrom,



however, Section 25.40.003. The Design Review Board, in carrying out the objectives of this section, should consider and evaluate the scale and character of existing development and overall neighborhood amenities. Application for a building permit and Design Review Board action shall be accompanied by the following materials:

- (1) Engineering geologic report prepared in accordance with Chapter 14.78 of the Laguna Beach Municipal Code.
- (2) Landscaping, grading and drainage plans, showing existing and proposed topography at two-foot contour intervals, plant types, sizes and locations, planting details, underground sprinkler system (if any) and drainage system for the entire site.
- (3) Site plan and details, showing all site constructions including paved areas, storage areas, fences, trash enclosures, stairways, decks, patios, etc. The maximum height of yard fencing and walls shall not exceed four feet.
- (4) A site plan showing the precise location of all buildings on adjacent lots, their entranceways, window openings, and outdoor living areas, all in relation to the proposed building and lot, accurately drawn to scale.
- (5) Preliminary floor plans, elevations, architectural and site details, color and material samples of exterior surface.
- (6) Parking plan.

## APPENDIX

INITIAL ENVIRONMENTAL STUDY  
CITY OF LAGUNA BEACH, CALIFORNIA

(Prepared Pursuant To Title 14, Division 6, Article 7 of the California Administrative Code)

Project Location: Sarah Thurston Park Project No. 82-018

Evaluator: Kyle Butterwick Date: October 4, 1982

PROJECT DESCRIPTION: Preparation of a Specific Plan for Sarah Thurston Park, pursuant to Section 65450 et seq of the California Government Code. The Specific Plan is considered a necessary prerequisite to the investment of public funds for new capital improvement activities and subsequent revitalization of the neighborhood.

EXISTING ENVIRONMENTAL SETTING: Sarah Thurston Park is a 137 lot subdivision within the City of Laguna Beach. The neighborhood is characterized by older dwellings composed of both single family and multiple family units. Primary access to the majority of these parcels is provided by pedestrian walkways, rather than vehicular rights-of-way. The majority of residential lots maintain nonconforming status due to insufficient (non-vehicular) access and inadequate parcel size.

REFERENCES:

1. California Government Code - Section 65450 et seq.
2. California Administrative Code - Section 15080 et seq.
3. Orange County Assessors Records (1982 Tax Roll).
4. U. S. Dept. of Housing and Urban Development - FIA "Flood Insurance Rate Map", 1979.
5. Geologic Constraint and Land Use Capability Map - City of Laguna Beach, 1975.
6. Housing Element, City of Laguna Beach, 1982.

# INITIAL ENVIRONMENTAL STUDY (cont'd)

## ENVIRONMENTAL CHECKLIST FORM (From Appendix I, Guidelines for the Implementation of the California Environmental Quality Act of 1970)

### II. ENVIRONMENTAL IMPACTS

(Explanations of all "yes" and "maybe" answers are required on attached sheets.)

YES MAYBE NO

	YES	MAYBE	NO
1. <b>Earth.</b> Will the proposal result in:			
a. Unstable earth conditions or in changes in geologic sub-structures?		✓	
b. Disruptions, displacements, compaction or overcovering of the soil?		✓	
c. Change in topography or ground surface relief features?			✓
d. The destruction, covering or modification of any unique geologic or physical features?			✓
e. Any increase in wind or water erosion of soils, either on or off the site?		✓	
f. Changes in deposition or erosion of beach sands, or changes in siltation, deposition or erosion which may modify the channel of a river or stream or the bed of the ocean or any bay, inlet or lake?		✓	
g. Exposure of people or property to geologic hazards such as earthquakes, landslides, mudslides, ground failure, or similar hazards?			✓
2. <b>Air.</b> Will the proposal result in:			
a. Substantial air emissions or deterioration of ambient air quality?			✓
b. The creation of objectionable odors?			✓
c. Alteration of air movement, moisture or temperature, or any change in climate, either locally or regionally?			✓
3. <b>Water.</b> Will the proposal result in:			
a. Changes in currents, or the course or direction of water movements, in either marine or fresh waters?			✓
b. Changes in absorption rates, drainage patterns or the rate and amount of surface water runoff?		✓	
c. Alterations to the course or flow of flood waters?			✓
d. Change in the amount of surface water in any water body?			✓
e. Discharge into surface waters, or in any alteration of surface water quality, including but not limited to temperature, dissolved oxygen or turbidity?			✓
f. Alteration of the direction or rate of flow of ground waters?			✓
g. Change in the quantity of ground waters, either through direct additions or withdrawals, or through interception of an aquifer by cuts or excavations?			✓
h. Substantial reduction in the amount of water otherwise available for public water supplies?			✓
i. Exposure of people or property to water related hazards such as flooding or tidal waves?		✓	
4. <b>Plant Life.</b> Will the proposal result in:			
a. Change in the diversity of species, or number of any species of plants (including trees, shrubs, grass, crops, and aquatic plants)?		✓	
b. Reduction of the numbers of any unique, rare or endangered species of plants?			✓
c. Introduction of new species of plants into an area, or in a barrier to the normal replenishment of existing species?		✓	
d. Reduction in acreage of any agricultural crop?			✓
5. <b>Animal Life.</b> Will the proposal result in:			
a. Change in the diversity of species, or numbers of any species of animals (birds, land animals including reptiles, fish and shellfish, benthic organisms or insects)?			✓
b. Reduction of the numbers of any unique, rare or endangered species of animals?			✓
c. Introduction of new species of animals into an area, or result in a barrier to the migration or movement of animals?			✓
d. Deterioration to existing fish or wildlife habitat?			✓
6. <b>Noise.</b> Will the proposal result in:			
a. Increases in existing noise levels?			✓
b. Exposure of people to severe noise levels?			✓
7. <b>Light and Glare.</b> Will the proposal produce new light or glare?			✓
8. <b>Land Use.</b> Will the proposal result in a substantial alteration of the present or planned land use of an area?		✓	
9. <b>Natural Resources.</b> Will the proposal result in:			
a. Increase in the rate of use of any natural resources?			✓
b. Substantial depletion of any nonrenewable natural resources?			✓
10. <b>Risk of Upset.</b> Does the proposal involve a risk of an explosion or the release of hazardous substances (including, but not limited to, oil, pesticides, chemicals or radiation) in the event of an accident or upset conditions?			✓

11. <b>Population.</b> Will the proposal alter the location, distribution, density, or growth rate of the human population of an area?			✓
12. <b>Housing.</b> Will the proposal affect existing housing, or create a demand for additional housing?		✓	
13. <b>Transportation/Circulation.</b> Will the proposal result in:			
a. Generation of substantial additional vehicular movement?		✓	
b. Effects on existing parking facilities, or demand for new parking?			
c. Substantial impact upon existing transportation systems?			
d. Alterations to present patterns of circulation or movement of people and/or goods?			✓
e. Alterations to waterborne, rail or air traffic?			✓
f. Increase in traffic hazards to motor vehicles, bicyclists or pedestrians?			✓
14. <b>Public Services.</b> Will the proposal have an effect upon, or result in a need for new or altered governmental services in any of the following areas:			
a. Fire protection?			✓
b. Police protection?			✓
c. Schools?			✓
d. Parks or other recreational facilities?			✓
e. Maintenance of public facilities, including roads?			✓
f. Other governmental services?		✓	
15. <b>Energy.</b> Will the proposal result in:			
a. Use of substantial amounts of fuel or energy?			✓
b. Substantial increase in demand upon existing sources of energy, or require the development of new sources of energy?			✓
16. <b>Utilities.</b> Will the proposal result in a need for new systems, or substantial alterations to the following utilities:			
a. Power or natural gas?			✓
b. Communications systems?			✓
c. Water?		✓	
d. Sewer or septic tanks?		✓	
e. Storm water drainage?		✓	
f. Solid waste and disposal?			✓
17. <b>Human Health.</b> Will the proposal result in:			
a. Creation of any health hazard or potential health hazard (excluding mental health)?			✓
b. Exposure of people to potential health hazards?			✓
18. <b>Aesthetics.</b> Will the proposal result in the obstruction of any scenic vista or view open to the public, or will the proposal result in the creation of an aesthetically offensive site open to public view?			✓
19. <b>Recreation.</b> Will the proposal result in an impact upon the quality or quantity of existing recreational opportunities?			✓
20. <b>Archeological/Historical.</b> Will the proposal result in an alteration of a significant archeological or historical site, structure, object or building?			✓
21. <b>Mandatory Findings of Significance.</b>			
(a) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?			✓
b. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one which occurs in a relatively brief, definitive period of time while long-term impacts will endure well into the future.)			
c. Does the project have impacts which are individually limited, but cumulatively considerable? (A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant.)			✓
d. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?			✓



DISCUSSION OF ENVIRONMENTAL EVALUATION:

Refer to attached Analysis (Exhibit A). . . . .

DETERMINATION: On the basis of this initial evaluation, I find:

1. The proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared. \_\_\_\_\_
2. That although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described below have been added to the project. A NEGATIVE DECLARATION WILL BE PREPARED. \_\_\_\_\_ X
3. The proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required. \_\_\_\_\_

Date: October 4, 1982

Name: \_\_\_\_\_

Kyle Butterwick, Assistant Director of  
Community Development

MITIGATION MEASURES: See attached check list and summary sheet (Exhibit A). For more complete details refer to the Thurston Park Specific Plan.

As the applicant or designated representative for this project, I hereby agree to incorporate the listed mitigation measures into project planning, program and design;

Date: Oct. 4, 1982 Signature of Owner/Representative: \_\_\_\_\_

Kyle Butterwick

## THURSTON PARK SPECIFIC PLAN

### EXHIBIT A

#### ENVIRONMENTAL IMPACTS

The Sarah Thurston Park Specific Plan is not expected to create significant impacts to the environment, since the document represents a textual plan only, in contrast to an actual development project. The plan is a legislative planning tool designed for the systematic regulation of new growth and development in the neighborhood, and sets forth the foundation for this growth by establishing development policies and criteria in accordance with neighborhood goals and objectives.

Since the Specific Plan is intended to stimulate development interests and opportunities in the neighborhood, the plan is expected to produce physical changes to the environment through implementation of its programs, policies and standards. These "secondary effects" which may emerge as a result of new development in conformance with the Plan are itemized on the attached check list and explained in more detail later in this analysis.

The development standards and policies of the Specific Plan will collectively serve to mitigate the environmental impacts associated with new development in the neighborhood (see following analysis of mitigation measures). In this context, therefore, the plan internalizes the necessary safeguards to protect and enhance the neighborhood's environment, resulting in either the elimination or reduction of development impacts to acceptable or insignificant levels. Presented below is a description of the probable environmental effects of the plan and an explanation of mitigation measures contained within the document.

<u>Category</u> (Refer to Check List)	<u>Environmental Effect</u>	<u>Mitigation</u>
Geology (1a,b,e,f)	The Specific Plan and implementing ordinances will result in the creation of new building sites both in the Laguna Canyon Flood Plain and hillside areas. Development activity at the toe of the slope has the potential to provide unstable geologic conditions.	A geologic report shall be prepared for all new construction as defined and in accordance with Chapter 14.78 of the L.B.M.C. (see Section 6 of Specific Plan). All new buildings, as defined in Section 25.40 of the L.B.M.C.. are subject to Design Review. This is to ensure proper consideration of grading activities and to preserve natural slope conditions.

Category  
(Refer to Check List)

Environmental Effect

Mitigation

Drainage (3 b,c,i)

The size and density of lots in Thurston Park may result in the coverage of substantial portions of impervious surfaces, thereby increasing the concentration of water runoff and rate of water-induced erosion of soils. Much of the study area has been identified as being within the 100-year flood boundaries. Development and/or re-development occurring within this flood plain may provide a change in current, direction or water level.

Grading and excavation activity for both public and private functions has the potential to intercept underground aquifers which may exist close to the ground surface. This circumstance could negatively impact groundwater quality.

The study area has been identified as a "potentially moderate" geologic hazard area (liquefaction), due to the site's location in an alluvial plain.

As part of the Design Review functions, drainage plans are required for all new construction. These plans will examine the effects of on-site and off-site drainage, and appropriate means of insuring proper drainage controls.

The Specific Plan contains site coverage limitations and lot combination requirements which will serve to reduce the amount of impervious surfaces, thereby retaining land in natural open space.

New construction within the 100-year flood plain must comply with Chapter 25.38 of the L.B.M.C., "Flood Damage and Prevention".

Building sites partially in flood plain must concentrate development in the area outside the flood boundary. (Specific Plan policy.)

Lands subject to liquefaction potential will be properly identified and construction mitigation measures will be imposed as a result of geologic studies, pursuant to Chapter 14.78 of the Municipal Code. Such studies will also disclose the level and effect of underground aquifers and their influence on new construction. Proper mitigation will be required as a condition to permit issuance.



<u>Category</u> (Refer to Check List)	<u>Environmental Effect</u>	<u>Mitigation</u>
Vegetation (4 a,c)	<p>Significant amounts of Thurston Park are now vacant. Many of these sites have not been previously disturbed by development activity. Large stands of eucalyptus and other trees are interspersed throughout the neighborhood. Future development has the potential to disrupt and remove existing vegetation.</p> <p>Development of a neighborhood park, as provided for in the Specific Plan, may result in the introduction of new plant species within the area.</p>	<p>All new development must observe the text policies on Open Space and Conservation (see Section 3 of Specific Plan).</p> <p>In conjunction with Design Review, landscaping plans are required when developing property in the neighborhood.</p>
Land Use (8)	<p>The adoption of specific standards, regulations and development criteria will result in the re-establishment of building opportunities in the neighborhood.</p>	<p>While alterations in the pattern of land use are expected, these changes will be minor in nature while attempting to maintain the existing character of the neighborhood. This growth is expected to be a cohesive pattern of development, due to the provisions of the Specific Plan.</p>
Housing (12)	<p>While the Specific Plan will not directly affect the quality of existing housing, its adoption may indirectly adversely affect the availability and preservation of affordable housing opportunities, through the construction of capital improvements and the encouragement of new development. These activities have the potential to inflate the value of real property within this neighborhood and could result in the displacement of existing lower income tenants.</p>	<p>Section 4 of the Specific Plan contains a comprehensive housing strategy designed to maintain housing rents and values at affordable levels, in accordance with the goals of the Plan.</p>

<u>Category</u> (Refer to Check List)	<u>Environmental Effect</u>	<u>Mitigation</u>
Circulation and Parking (13 a & b)	New development will introduce additional traffic into the neighborhood and create a demand for additional parking. Neighborhood character may be disrupted by illegal parking, unauthorized new roadways, and interference with emergency response capabilities.	The Specific Plan contains an assortment of policies and standards concerning parking requirements and new road improvements (Section 3 of Specific Plan). Observance of these provisions is expected to relieve existing parking constraints and enhance internal neighborhood circulation.
Public Services (14 e.f. and 16 c.d.e)	Implementation of the Specific Plan and associated re-establishment of development opportunities is largely predicated on new public improvements (i.e., new sewer system and water service). Installation of these capital improvements will necessitate maintenance costs and services furnished by the City.	Financing for installation of these capital improvements is expected from federal and state sources. Maintenance costs will be derived from general tax revenue. These improvements will serve to alleviate existing public health and safety hazards by eliminating septic tank/leach field systems and increasing neighborhood water pressure for fire prevention purposes.

City of Laguna Beach  
505 Forest Avenue  
Laguna Beach, California  
497-1131

DATE POSTED: \_\_\_\_\_  
APPEAL PERIOD OVER: \_\_\_\_\_

PROJECT # 82-018

NEGATIVE DECLARATION

The Planning Department has evaluated the project described below in accordance with State Guidelines for the implementation of the California Environmental Quality Act to determine its potential impacts for the environment. It has been found that this project, as proposed, will not have a significant effect on the environment. Should the project change from that reviewed by the Evaluator, this Negative Declaration may no longer be valid, and environmental review again becomes a requirement prior to any discretionary action.

Project Title: Sarah Thurston Park Specific Plan

The Sarah Thurston Park tract is located in Laguna Canyon, approximately .8 miles inland from the Pacific Ocean, within the city limits of Laguna Beach. The study area is generally bounded by Laguna Canyon Road, Milligan Drive, Woodland Drive, including the Laguna Beach Boys' Club.

City: Laguna Beach County: Orange Zip: 92651

Project Description:

Preparation of a Specific Plan for Sarah Thurston Park, pursuant to Section 65450 et seq. of the California Government Code. The Specific Plan is considered a necessary prerequisite to the investment of public funds for new capital improvement activities and subsequent revitalization of the neighborhood. The Specific Plan contains new development standards and policies for guiding future growth in Thurston Park.

Reasons for Finding:

The Specific Plan will not directly result in significant effects to the environment, since the document represents a textual plan only, in contrast to an actual development project. Implementation of the Plan will result in physical changes to the neighborhood but these effects are considered insignificant due to mitigation measures incorporated into the Specific Plan. (Refer to the Plan for a description of such measures.)

The Initial Study for the above project is available in the Project File at City Hall, 505 Forest Avenue, Laguna Beach. The Initial Study was conducted by: \_\_\_\_\_

Kyle Butterwick, date Oct. 4, 1982. APPEAL: Based on environmental reasons, any person may file an appeal of the Negative Declaration. This must be done in writing, stating specific environmental reasons, within 10 days of the posted date shown above and should be delivered to the Planning Department. The filing of an appeal stays proceedings for this project until determination of the appeal by the City's Lead Agency or Acting Lead Agency.







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